**Republic of Uganda**

Ministry of Education and Sports (MoES)

National Strategy for Girls' Education (NSGE) in Uganda

(2015 – 2019)
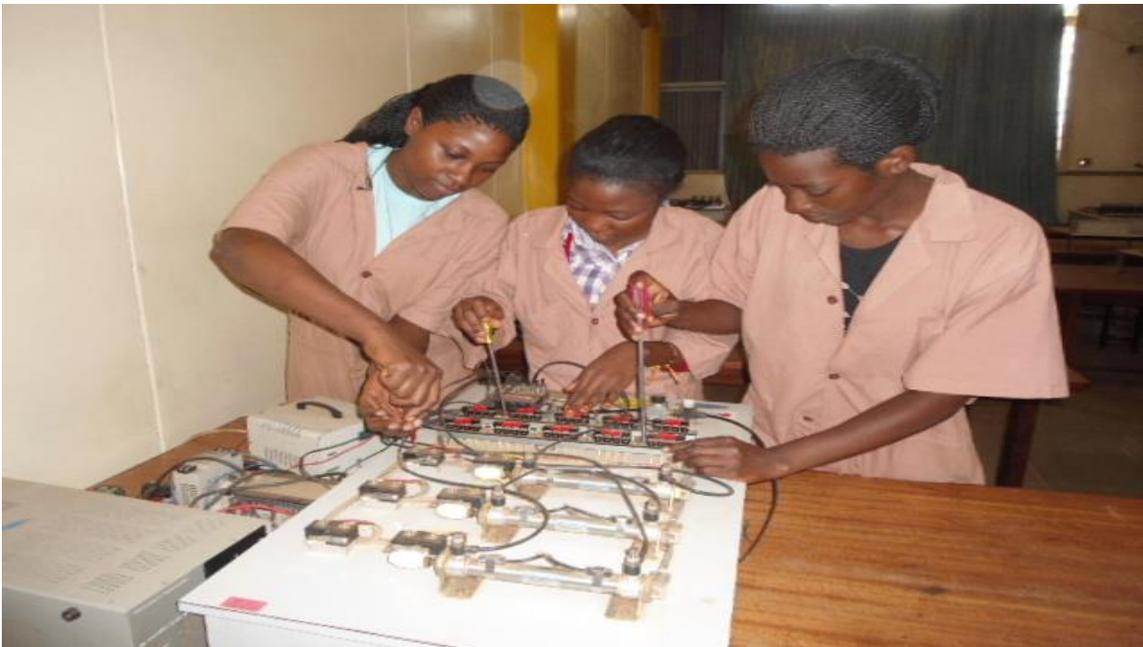
THIS PUBLICATION IS BY THE MINISTRY OF EDUCATION AND SPORTS (MoES) WITH SUPPORT FROM UNICEF, THE UN JOINT PROGRAMME ON GENDER EQUALITY (UNJPGE) AND UK AID.

COVER PAGE CAPTION: Female trainees of Electrical Engineering. Class of 2014

COURTESY: Nakawa Vocational Institute, Kampala; Uganda.

Revised October 2013

FORWARD

Promotion of girls' education has been on the agenda of the government of Uganda for the last two decades. In 2004, the Ministry of Education and Sports developed a National Strategy for Girls' Education to harmonize its roles and activities; and those of its partners in educating Uganda's vital human resource, the girl child.

The Strategy was developed in line with the Government White Paper on Education 1992, the 1995 constitution and the Education Sector Investment plan of 1997-2003. The design of that strategy was premised on the national desire to provide an implementation framework, laying out strategies to achieve the goal of narrowing the gender gap in education particularly through promoting girls' education, as a form of affirmative action. The Strategy was pegged to addressing the most pressing barriers to girls' full and equal participation in education in Uganda, clustered as social cultural factors, school related factors, political, economic as well as administrative factors. The Strategy was also to act as a plan of action highlighting the roles of different stakeholders in the sector, in joint promotion of girls' education.

Over the years, a number of emerging issues have been identified that prompted the revision of the strategy in 2013. These include among others; the renewed emphasis on girls' education, both nationally and internationally, emphasis on the quality of education, promotion of science education, skilling Uganda and the persistent barriers to girls' education, among others. The revision was also intended to create a framework within which critical challenges such as gender based violence, teenage pregnancies and early marriages are decisively addressed. This revised version also widens the coverage to all education sub-sectors, beyond primary and secondary sub-sectors.

I therefore call upon all our partners in education to make use of the revised strategy to promote girls' education in the country.

Rtd. Major Jessica Rose Epel Alupo (MP)
MINISTER OF EDUCATION AND SPORTS

MESSAGE FROM THE UNITED NATIONS RESIDENT COORDINATOR, UGANDA

Education of the girl child is a vital factor in dealing with the root causes of poverty and underdevelopment. A girl's education directly contributes to sustainable development and it is one of the most important investments that yields maximum returns for development.

The UN is committed to ensuring that education of the girl child as human right is upheld by all nations. We work closely with governments to: raise national awareness on girls' education through public dialogues and campaigns; nurture schools' technical capacity to develop girl-friendly school environments, and help communities to sustain girls' education.

We collaborate with government and other stake holders in reviewing existing curriculum and teaching materials for gender sensitivity; promoting the employment of female teachers to serve as role models and increase parents' confidence that their female children will not face sexual harassment in school; and promoting the development of pedagogical skills that will enhance the participation of girls and improve learning outcomes.

The UN family welcomes the publication of the revised National Strategy for Girls' Education as a framework to harmonize strategies for promotion of girls' education in Uganda.

We therefore reaffirm our commitment to support the Government of Uganda in implementing the revised Strategy. We firmly believe that education of the girl child promotes sustainable development.

Ahunna Eziakonwa-Onochie
UNITED NATIONS RESIDENT COORDINATOR, UGANDA

ACKNOWLEDGEMENT

The revision of the National Strategy for Girls' Education has been a long process; it involved a lot of research, document analysis, consultations with various stakeholders' efforts and commitment. The revised strategy is aimed at concretizing and harmonizing the efforts of Ministry of Education and Sports and its partners in the promotion of girls' education.

On this note, the Ministry of Education and Sports is grateful to UN-Women through UNICEF for supporting the review of the strategy. In the same vain, I wish to extend my sincere appreciation to all our partners for participating in the consultations that made the review of this document a reality.

Special thanks go to members of the Gender Taskforce and the Gender Unit for spearheading the revision of the strategy.

The revised strategy will go a long way to inform our programming for girls' education in Uganda and to support the sector to meet the MDGs 2&3 on gender equality and equity for all by 2015.

Dr. Rose Nassali Lukwago
PERMANENT SECRETARY

List of Acronyms

AA	Affirmative Action
BTVET	Business Technical Vocational Education Training
CEDAW	Convention on Elimination of all forms of Discrimination against Women
DIS	District Inspector of Schools
ECD	Early Childhood Development
EFA	Education for All
EMIS	Education Management Information Systems
ESSP	Education Sector Strategic Plan
FAWE U	Forum for African Women Educationalists – Uganda
GBV	Gender Based Violence
GEM	Girls Education Movement
GMS	Gender Mainstreaming
GU	Gender Unit
KYENGEI	Kyenjojo Girls' Education Initiative
M&E	Monitoring and Evaluation
MoES	Ministry of education and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoGLSD	Ministry of Gender, Labor and Social Development
NCDC	National Curriculum Development Center
NDP	National Development Plan
NSGE	National Strategy for Girls' Education in Uganda
UNICEF	United Nations Children's Fund
UNGEI	United Nations Girls' Education Initiative
UPE	Universal Primary Education
UPPET	Universal Post Primary Education Training

Table of Contents

1.0 Introduction

The Ministry of Education and Sports (MoES) Uganda is mandated to provide for, support, guide, coordinate, regulate and promote quality education and sports to all persons in Uganda for national integration, individual and national development (ESSP, 2007-2015). The Ministry's Vision is to ensure quality Education and Sports for All. In 2000, MoES designed a National Strategy for Girls' Education (NSGE) as a mechanism to concretize concerns on the girl child-education as provided for in the Education Sector Investment Plan (1997-2003). The design of this strategy was premised on the national desire to provide an implementation framework, laying out strategies to achieve the goal of narrowing the gender gap in education particularly through promoting girls' education, as a form of affirmative action. The Strategy was pegged to addressing the most pressing barriers to girls' full and equal participation in education in Uganda, clustered as social cultural factors, school related factors, political, economic as well as administrative factors. The Strategy was also to act as a plan of action highlighting the roles of different stakeholders in the sector, in joint promotion of girls' education.

This is a revised edition of the NSGE. The revision of the NSGE was largely prompted by emerging concerns in Uganda's education sector in general and in girls' education in particular. These concerns included among others; taking into consideration renewed emphasis, both nationally and internationally, on , emphasis on the quality of education, promotion of science education, skilling Uganda and the persistent barriers to girls' education,   among others. The revision was also intended to create a framework within which critical challenges such as gender based violence and teenage pregnancy are decisively addressed. This revised version also widens the coverage to all education sub-sectors, beyond primary and secondary sectors.

This NSGE provides for a national implementation framework, laying out strategies to achieve the goal of narrowing the gender gap in education, to accord the girl child the right to equal access, equal chances to take part or share in the education system and equal educational results or education outcomes. The priority areas of focus in this NSGE are; Effective Policy implementation Framework for Girls' Education; harmonization of Education Sector Programmes on Girls' Education; commitment of requisite Resources to girls education; Institutionalized/Routine Research in the Area of Girls' Education and Capacity enhancement and involvement for all critical actors in Girls' Education.

 The whole spirit behind the strategy is that education for girls is a basic human right and should be taken as so by all stakeholders and duty bearers. In addition, it is established that there are many societal dividends that come about as a result of educating girls. These include, but are not limited to, higher family incomes, greater economic productivity and better nutrition, delayed marriage, improved maternal outcomes; improved survival rates for infants and overall improvement in education outcomes for children.

1.1 The Legal and Policy Context

The National strategy for Girls' Education is in line with the global commitments to eradicate gender inequalities in education, such as, The Convention on Elimination of all forms of Discrimination Against Women (CEDAW), Education For All (EFA) Goals, The Beijing Platform for Action (PFA), The Millennium Development Goals (MDGs) in the Millennium declaration of 2000 and the United Nations Girls' Education Initiative (UNGEI). Uganda is signatory to the several international conventions and declarations that provide for human rights and freedoms. Uganda ratified the Convention on Elimination of All Forms of Discrimination against Women in 1979. As a member state, Uganda is periodically required to report on its progress towards implementation of CEDAW provisions. In its 10th Article, CEDAW calls up on state parties to take all appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the field of education and in particular to ensure, on a basis of equality of men and women; same conditions for career and vocational guidance, equality at all levels of education as well as all types of professions, same curricula, funding opportunities, participation and other aspects in education. Other global commitments in promoting gender in education include the "Education for All" declaration (EFA) as well as the Millennium Development Goals Declaration of 2000. Education for All goals particularly goals 2 and 5 emphasize promotion of girls' education in primary and secondary school levels. Goal 2 focuses on ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to, and complete, free and compulsory primary education of good quality while goal 5 aims at eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality. Within the overall concerns there is also a realization that girls with disabilities are at an even greater disadvantage.

At the national level, commitment to girls' education is reflected in the Constitution of the Republic of Uganda (1995). The Constitution emphasizes that all Ugandans must enjoy rights and opportunities and access to education without any form of discrimination. (chap. 4 clause 30). The Constitution also emphasizes the need for affirmative action in favour of groups marginalized on the basis of gender, among other social categories for the purpose of redressing imbalances which exist against them. Further, the Uganda Gender Policy (2007) situates itself as a guiding framework for gender mainstreaming in Uganda. The policy further calls upon all actors (state and non-state) to take appropriate action to address gender inequalities within their areas of mandate. At the sector level, the Gender in Education Policy (2009) provides a guiding framework for the implementation and monitoring of a gender sensitive and responsive education system in Uganda. The Policy also indicates that achieving gender equality at all levels of education is regarded as a Human Rights issue.

As a framework for planning in Uganda, the National Development Plan (NDP) (2010) identifies education among its investment priorities. The plan also calls promotion of gender equality and the empowerment of women throughout the economy sectors, particularly in the areas of governance, education, among others, through gender-responsive strategies such as improving

retention and participation rates for girls in schools. These and many other policies and legal structures provide a legal basis and a supportive policy environment through which the NSGE will be implemented.


2.0 Situation Analysis

2.1 Progress

Uganda has made significant progress in promoting girls education in areas of Policy, programme designs, strategic partnerships, and actual translation of interventions to impact of girls' enrollment, retention in school, completion and benefit from the education system at different levels.

2.1.1 Formulation of Gender Responsive Policies: At the policy level, Ministry of Education and Sports highly prioritizes gender mainstreaming as a key to success of achieving equality in education sector. Citing the MDG goals 2 and 3, and the Education for All commitments, education sector underlines gender parity as one of the priority aspects to achieve. The need to deal with gender inequality is re-echoed in the Revised Education Sector Strategic Plan (2007 – 2015), MoES re-echoes the need to deal with gender inequalities, particularly, addressing barriers to girls' education. The sector has further committed itself to mainstreaming gender in education as a cross cutting issue, developed a Gender in education Policy (2009) and developed programmes particularly to promote girls' education. Some of these programmes include curriculum reviews to include gender, creating gender responsive school environment, construction of separate sanitary facilities for boys and girls, promoting sex education, and recruitment of teachers, particularly females as role models for young girls.

At pre – Primary and Primary school level, MoES has developed a policy on Early Childhood Development (ECD) to guide the development of ECD curricula, training of ECD teachers and care givers, and to inspect and monitor ECD centres and nursery schools. The Ministry is also encouraging community initiatives in ECD programmes. With a favorable policy environment in the sector, there have been several avenues created for various interventions in girls' education particularly in the area of girls' access and participation in education sector.

2.1.2. Increase in Girls' Access to Education: There has been an increase in the number of girls accessing education, at the level of entry, particularly for primary schooling which is almost reaching the 50/50 mark. Access to Universal Primary Education (UPE) increased from 2.5 million students in 1997 to 7.5 million in 2008, reaching a level of 82 percent of eligible pupils enrolled. According to the Uganda MDGs Report 2010, Uganda has made great strides in
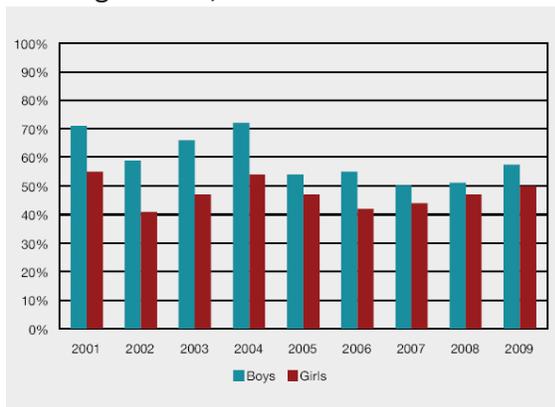
expanding access to primary education and thus towards the global goal of ensuring that by 2015, children everywhere, boys and girls alike will be able to complete a full course of primary schooling. (*Primary school Completion Rates by sex* - Uganda MDGs Report 2010).

The introduction of Universal Secondary Education (USE) and Universal Post Primary Education Training (UPPET) in 2007 increased secondary school enrolment by 25 per cent from 814,087 in 2006 to 1,088,744 in 2008, with girls constituting 46 per cent. In the same period, enrolment of girls in BTVET increased by 46 per cent from 25,682 to 47,298 (NDP, 2010; 20). At the university level, there has been an increase in girls' enrollment partly due to the affirmative action scheme of 1.5 additional points to girls in public universities. This enrolment reached its peak in 2004 when female enrolment hit a 48% mark.
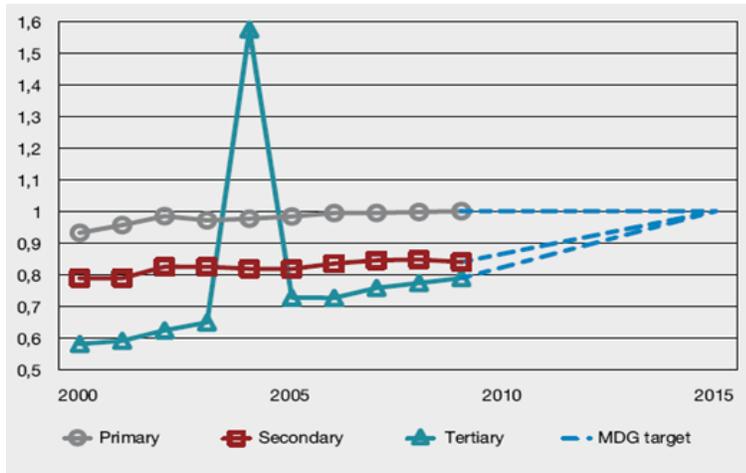
(MoFPED, 2010). There has been relative expansion of functional Adult literacy and non formal education.

2.1.3 Emphasis on quality Education: The Education sector has of recent shifted its attention from access to issues of quality education so as to galvanize the achievement in numbers, the issue of addressing the gender question also came up. At the pre-primary and primary level, more emphasis has been put on recruitment of teachers to implement the new teacher allocation formula of one teacher per class with emphasis on gender-balance (MPS: 2012/13; 2). Other issues emphasized to improve the quality of education included improving the quality of the learning environment; Quality of curricula and their content; Quality of the teaching/learning process; Quality of learning achievements, Quality of instructional materials and Teacher recruitment.

2.1. 4 Multi-stakeholder networking on Girls' Education: The MoES also supports the network associated with the United Nations Girls' Education Initiative (UNGEI) which was launched in 2004 in Uganda as an overarching multi-stakeholder response that would set forth a context-specific development road map for girls' education in the country. Jointly with the Gender Task Force, MoES contributed to the evaluation process of UNGEI in 2012.

Within secondary education, the memorandum of understanding signed between private secondary schools and the government in the implementation of USE has increased girls' enrollment in Secondary Education. According to ESSAPR, 2009/10, secondary education has increased access through registering and licensing of private schools, developed infrastructure like class rooms, and sanitary facilities specifically for girls and boys, and enhancing private

public partnerships (PPP). Private-public partnerships are seen as one of the strategies to have access and equity to quality secondary education. Sanitary facilities are especially critical for girls with disabilities.

The sector has continuously made efforts to partner with agencies promoting gender concerns such as the Irish Aid, MoFPED through the Budget monitoring Unit, FAWE-U, UNICEF, African Development Bank, School of Women and Gender Studies – Makerere University and many others. Strategic Partnerships have become one of the creative ways not only to enable learners particularly girls to express the challenges that hinder their education but also map out spaces that render them vulnerable to abuse.

2.1.5 Explicit school based initiatives: At the school level, attempts have been made to emphasize 'talking compound' with messages that promote girls' education e.g. *Sexual Reproductive Health is your right, Be proud of your Virginity, it is a virtue, early marriage blocks your future, and many others.* All these messages have been geared towards promoting a child-friendly school environment especially for girls whose education disadvantage is a result of a multiplicity of factors.

Furthermore, there has been an open commitment to addressing issues of sexuality and menstruation as a Public / school issue. This is reflected in remarkable promotion of menstrual management practices through keeping emergency sanitary pads, additional sets of school uniforms, making sanitary pads during art and craft lessons,

Promoting menstrual management in schools: Boys wait for their turn on the sewing machine for re-usable sanitary pads during the art and crafts lesson at Kyenjojo Secondary School

washrooms and changing rooms. All these initiatives have moved menstrual issues from the realm of secret maturation, to the public domain. In some schools, boys and girls are encouraged to make reusable pads during their handcraft lessons. This has also gone a long way in drawing boys on board to understand, appreciate and support girls' education.

There are relative routinised attempts at *sex disaggregation of education statistics in schools e.g on* learners' enrollment, teacher establishment and daily attendance by sex. This enables the school to monitor the progress of learners in school, track levels of absenteeism and inequality by sex. All these initiatives provide a basis for expansion of focus on girl's education at school level.

2.2 Persistent Challenges to Girls' Education

Despite a host of successes in promoting girls education, there are persistent challenges at entry, participation and education outcomes. The review process also established a wide gap between policy and practice.

2.2.1 Gap between Policy and Practice

Consultative discussions conducted with the MoES stakeholders indicated a very limited level of awareness about the existence and utilization of the NSGE to guide promotion of girls' education in Uganda. Majority of national level actors indicated that they have only heard about the strategy but have never used it to guide their activities. At the district and school level, the NSGE remains completely unheard of. District level responses indicate that initiatives to support girls' education in the district were independent of the existing Strategy on girls' education.

2.2.2 Persistent Gender Gaps at Critical Points of Education Access

Despite the several gains, women and girls remain at an educational disadvantage compared to men at critical areas of access. While the first point of primary enrollment indicates relative gender parity, other levels such as secondary, tertiary and BTVET have critical barriers to entry.
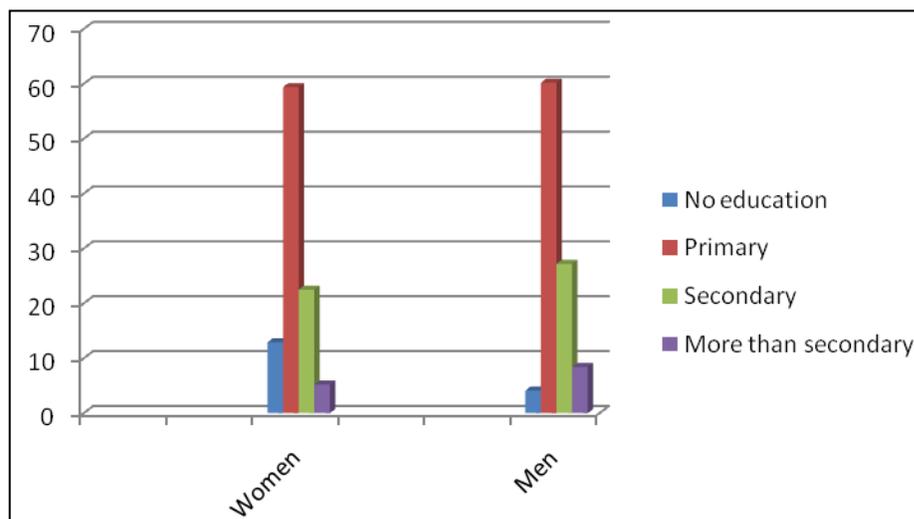
Source: UDHS, 2011

In secondary education, despite the implementation of USE, girls' enrollment still stood at 45.7 % by 2012 (EMIS, 2012) In BTVET, implementation of Universal Post Primary Education and Training program which started in BTVET institutions has only managed to register 29.8% in 2010/11 and a further decrease to 18% girls accessing the institutions.

FY	All BTVET	UPPET
2010/11	29.8%	19.0%
2011/12	18%	19.7%

Source: Headcount Report 2011

Girls' access to BTVET is further compounded by, among others, inadequate funding, poorly equipped institutions, gender biases in BTVET courses and low levels of staffing particularly of female instructors in this field. Business, Technical vocational Education training remains unpopular particularly for girls because of the subjects that are offered. There also, appears to be an in-built assumption that practical subjects for girls should relate to their future roles as mothers and home makers while more boys are more likely to need preparation for entry into the world of formal employment. Ultimately, this leads girls into a few and less lucrative BTVET professions such as tailoring, catering and secretarial studies. In tertiary institutions, despite the increased enrolment to attain university education, girls' enrolment in science education in private and public universities lags at less than 27%

2.2.3 Persistence of low Value attached to Girls' Education

Institutional structures such as family and school structures and processes that put low value to educating girls severely constrain girls' attendance, participation and full realization of their educational capabilities. This is reflected in the unequal gender division of labor for girls that burdens them with most of the domestic chores in homes and at school thus taking much of their time and attention. Some cultural expectations that once girls have matured, they will marry and therefore go away to their husbands' families, still hinder girls' access to education.

2.2.4 Sexual Abuse of Girls: An Urgent Matter of National Importance

Hon. GRACE OBURU (NRM, Woman Representative, Tororo): Thank you, Madam Speaker. I rise on an urgent matter of national importance. Last weekend I attended Women's Day celebrations in Paya sub-county and among the reports that I received from the LC III chairman was that from January to 28 March, 124 girls had been defiled. This is in one sub-county, and those are just reported cases but there are cases which go unreported. The officers in the parliamentary research office are carrying out a study on the dropout rate of girls and this was among them - teachers are engaged in defiling girls. When a child leaves home, the other parent to that child is the teacher but now the teacher is the one defiling this girl. What is this teacher instilling in this girl as a person of moral authority? I am requesting that when these cases get reported, they are dealt with without fear or favour. Now they get reported, people get arrested but it just ends there; they are not followed up and people go scot-free. So, that is why there is a lot of defilement going on. People know that after all, there will be nothing done to them. I am requesting government to actually ensure that those who defile children are punished accordingly. Thank you. *(Parliament of Uganda – Hansard; Wednesday, 1 April 2009; Presided over by The Deputy Speaker, Hon. . Rebecca A. Kadaga*).

The issue of sexual abuse is better understood as men's abuse of their power over young girls. Most cases of sexual abuse to girls remain shrouded in the culture of silence and therefore go

unreported. Girls are at risk of sexual abuse- rape, defilement and enticement- by males of all kinds; fellow students, teachers, including head teachers, neighbors, relatives (including biological parents) and men in the community such as traders, shopkeepers, politicians, religious leaders and *Boda boda* (Motor cycle) riders. Rape and defilement are particularly common in societies that have experienced disruption such as war affected areas in northern Uganda, Kasese, Bundibugyo and parts of Karamoja region as well as marginal areas such as of fishing communities of Kalangala and Mayuge. Sexual abuse remains one of the top challenges to girls' education.

2.2.5 Early Sexual Engagement

It is generally established that many Ugandans become sexually active at very early ages in life. On average, females become sexually active and get married younger than males. Early sexual activity is reportedly high among girls of school going age. According to the UDHS 2006, 71% of women age 25-49 were sexually active by age 18 compared to 49% of men age 25-49 while the median age at first sexual intercourse is 16.4 years among women age 25-49. Early sexual engagement has an effect of distracting girls' attention in school.

2.2.6 Teenage Pregnancy

Teenage pregnancy has been reported as one of the top contributory factor to high school dropout rates for girls. Data from the 2006 UDHS indicates that 25% of teenage girls were reported to have had children. Statistics from UNICEF indicate that 35% of teenage girls are either pregnant or have already had their first child. The media too have reported a number of cases of pregnant or expectant pupils/students either dropping out of schools or missing out on National exams. According to The Monitor newspaper[1] July 11th 2013 for example, 24 per cent of teenage girls in sub-Saharan African get pregnant before the age of 19. Sadly, the statistics get worse when it comes to Uganda. According to the Uganda Bureau of Statistics, one in every four teenage girls between 15 and 19 was found pregnant. The Population Secretariat indicates that of the 1.2 million pregnancies recorded in Uganda annually, 25 per cent of these are teenage pregnancies. Engaging in early sex, early marriages as well as teenage pregnancies are the current pressing blockages to girls' concentration, performance and completion of different levels of education.

2.2.7 Lack of child friendly School environment
The gender inequalities pervading society are usually carried into the school environment (FAWE, 2005). This is evident in school processes such as teacher-learner interaction, school curriculum (formal and informal), instructional materials, school management and its response to girls' needs. School systems too, are dominated by gender stereotypes that guide the treatment, expected behavior, task allocation and rewards that befit girls.

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[1] See also New Vision August 25, 2012 *Uganda's teenage pregnancy rates worrying;* The Observer 26th July 2010, *School drop-out rates for teenage girls worrying Education.*

The school system remains a dominant source of gender bias and stereotyping. Education processes are instilled with persistent and inbuilt gender differences. Females and males are subjected to deferential socialization in classrooms and are rewarded for different things. Girls tend to be directed at learning and reinforcing femininity thereby learning to be submissive and passive instead of being independent and thoughtful. As a result the schools are largely unable to provide a gender responsive environment for effective teaching and learning to take place.

The gendered classroom

- Girl pupils are less likely to be challenged and stretched academically with serious implications for their future performance
- Because they are less likely than boys to be singled as worthy recipients of the teacher's attention, girls feel less valued in the classroom, reinforcing other pressures that urge them to take a back seat in classroom activity
- This may in turn affect their confidence regarding speaking publicly, and thus their participation in several spheres in adult life.

2.2.8 Inadequate Life Skills Training

Majority of the young girls lack life skills to negotiate through life challenges, largely , due to the gendered socialization they are subjected to a family community and school level. Life skills are those social competencies necessary to help children to reach their full potential as humans. These include among others, high self-esteem; assertiveness, decision making, communication and generally relating with others to achieve greater success in life. In schools, life skills focus remains far and in-between and this hurts girls most, due to their already disadvantaged position.

2.2. 9 Inadequate Gender Capacities among Key Actors

There is limited capacity for implementing gender related programmes for a gender responsive education system. The review process established that although schools recorded sex disaggregated education statistics, some of the school staff were not able to draw out the inequalities nor utilize the statistics to address the inequalities reflected. Inadequate skills of analyzing and responding to scenarios of girls in and outside schools existed among local governments especially those that had to deal with area specific challenges, civil servants, religious leaders, CSOs, guardians and many others. Some of the functions such as counseling and guidance by senior women teachers remain voluntary and an additional *burden* on the normal teaching load of the teachers responsible, which limits their impact.

3.0 Goal, Strategic Objectives and Guiding Principles of the Strategy

3.1 Goal

Promote girls' education as an integral part of efforts to create gender equity and equality in the education system in Uganda.

3.2 Purpose of the National Strategy for Girls' Education

The purpose of the NSGE is to establish a clear framework for identification, implementation and coordination of interventions designed to achieve promote girls' education in Uganda. This is a broad national strategy that guides national programming for girls' education. It is a tool that different stakeholders in promoting girls' education should use to curve out activities related to their areas of mandate on girls' education.

3.3 Strategic Objectives

1. To ensure that the NSGE is utilized as an effective Policy implementation Framework to promote girls' education to guide in the design and implementation of strategic interventions on girls' education.
2. To harmonize Education Sector Programmes on Girls' Education for effective coordination, monitoring and Evaluation
3. To ensure adequate commitment of requisite human and financial resources by government and other education stakeholders to promote girls' education
4. To institutionalize research on Girls' Education to inform policy development, implementation, monitoring and evaluation.
5. To strengthen the capacity of education actors for their meaningful participation in addressing gender concerns in girls' education.

3.4 Guiding Principles for the implementation of NSGE

Implementation of this strategy is guided by the following principles:

1. Promoting girls' education is an integral part of the core functions of the Education sector rather than a stand-alone intervention. Deliberate efforts will be made to ensure that interventions under this strategy are integrated in the mainstream programmes, throughout all education sub-sectors. The strategy re-echoes government commitment to eliminate gender inequalities at all levels of education.

2. Promoting girls' education will require partnerships between public and private sector actors in education work together to ensure that girls across all levels of education

benefit from education services. Promotion of girls' education within this strategy will require an inter-ministerial approach bringing together the key ministries i.e. MGLSD, Health, Finance and Economic development and water and Environment.

3. Successful implementation of the NSGE will require commitment of requisite resources (Human and financial) to facilitate harmonization, coordination, dissemination, popularization, and implementation of interventions to promote girls education.

4. Regular upgrading of data and knowledge to inform programming for girls' education. Mid – term review and the revision of the strategy every after 5 years is central in assessing trends in girls' education, documenting success stories and lessons learnt, capturing new concerns as well as inform contemporary programming in girls' education.

5. Continuous Capacity building of key actors in education particularly males to consciously support girls to enroll, remain, complete and benefit from the education system is central.

6. Girls are central to their own development and self-actualization, and hence the need for emphasis on transforming girls' identity, self-esteem to create a positive mind set.

7. Girls are not a homogenous category. Girls' education vulnerability worsens in specific situations such as of Disability, orphanhood and residence in hard- to- reach areas, post conflict situations and in specific production systems such as pastoralism and plantation agriculture, hence requiring targeted interventions.

3.5 The Key Gender Issues in Girls Education

Level	Key issues of concern
Entry	- Low value attached to girls education - Child labor/domestic work - Sexual abuse - Lack of basic necessities
Quality, participation and Retention	- Early sexual engagement - Sexual abuse in schools - Teenage pregnancy - Early and forced Marriage - Poorly equipped institutions - Low value to girls' education - The Science Divide - Inadequate infrastructure/facilities

Educational Outcomes	Lack of child friendly/gender responsive schools impacting on:
	• School curriculum, instructional materials and teacher-learner interaction
	• School management, senior woman teacher, counselling and guidance
	• Schools' physical infrastructure.
	• Gender stereotypes – division of labor
	• Different reward systems for girls and boys
	• Inadequate Mentorship and Role models
	• Inadequate life skills training
	• Inadequate gender capacities among key actors

3.6 Defining the Challenge

The persistent challenge to girls' education can be summed up in the following ways:

i) Gender based violence in form of rape defilement and sexual harassment impacts on girls schooling by debasing their human dignity and self-esteem thus affecting the quality of girls' education participation and outcomes. Men's abuse of power puts girls at risk in the home, community and school. Gender based violence require concerted efforts and a combination of legislation and law enforcement with mass conscietisation.

ii) Teenage pregnancy as a result of early sex (as a result of direct abuse or lack of guidance and low life skills) contributes to high school drop-out rates of girls. Child mothers in turn become an extremely vulnerable category as they span the status of being children and mothers at the same time. An existing model of reintegrating child mothers at the Pader Girls Academy (PGA) will be used to inform re-entry mechanisms.

iii) Family practices around gender division of labour, forced marriage and the general value attached to girls education reduces chances for majority of girls especially in rural areas to access education and contributes to their dismal performance. Family and parental responsibility will be a key point for mass sensitisation and law enforcement.

iv) The school infrastructure, which include physical facilities and the social environment impacts on the quality of girls' education participation. The social environment encompasses all issues to do with the human relations inside and outside the classroom while physical facilities range from sanitation to boarding (hostels) aspects. The school environment also raises issues of female teachers as role models and co-curricular activities to build positive life skills for girls. In

specific ways, the BITVET sector fares poorly in this aspect. Multiple initiatives to address the school environment in terms of curriculum, interaction and learning facilities will be addressed at all levels of the education sub-sectors.

The above challenge spreads across all education subsectors with varying degrees and also cuts across the three aspects of education access i.e. entry, quality of participation and outcomes. The strategic interventions that follow present a guiding framework from which all stakeholders can derive implementation routes in tandem with their mandates. Success of the NSGE will be principally measured on how well concrete steps have been taken to address this challenge.

4.0 Strategic interventions

The strategic interventions of the NSGE are arranged into five key areas of focus. These are; Effective Policy implementation Framework; Harmonized Education Sector Programmes; Requisite Resourcing; Institutionalized Research; and Capacity utilization and enhancement. These strategic areas of intervention were systematically identified based on the findings of the NSGE review. The review found out that although there were policies, programmes and a strategy on girls' education, these were not being implemented effectively due to low levels of awareness, inadequate coordination among education actors, limited resources committed to girls education as well as limited knowledge in analyzing and responding to concerns of girls in schools. The responsibility for undertaking the above interventions shall lie with central government ministries, particularly MoES, departments and agencies, local governments, civil society organisations and the development partners in the education sector.

4.1 Effective Policy implementation Framework

Effective policy implementation framework in this strategy refers to the level of quality, adequacy and appropriateness of the NSGE as a tool to guide the promotion of girls' education in Uganda. Although sectors may have policy frameworks in place, such frameworks may not be utilized as guides to influence planning, implementation, monitoring and evaluation. Priority interventions identified herein include wide dissemination of the Strategy, a central Unit for coordination and monitoring and Evaluation of the strategy. These interventions will focus on articulation of girls' interests and needs in all sector units, at all levels (ECD, Pre-Primary and Primary education, secondary education, BTVET and Higher education), mandatory regular reporting and producing an abridged version of the NSGE.

4.2 Harmonized Actions on Girls' Education

This area of focus looks out for harmonizing actions of different education stakeholders in girls' education to galvanize successes in girls' education. Harmonization is essential for maximizing financial and human resources. Interventions identified in this area of focus look at joint planning and coordination of activities on equal access to education, equal chances and

retention as well as activities on equal education results and gains at all levels (ECD, Pre-Primary and Primary education, secondary education, BTVET and Higher education).

4.3 Requisite Resourcing

Committing requisite resources (both financial and human) is central to the implementation of this strategy. Difficulties related to resourcing include the presence of a NSGE with no resources committed to its implementation. Such challenges account for wide gaps between policy and practice. Interventions identifies in this area of focus relate to activity based planning and committing a specific budget line in education sector for the implementation of the NSGE.

4.4 Institutionalized Research

Institutionalizing research implies making research in girls' education regular, routine and a deliberate effort. Institutionalizing research on girls' education makes concerns and interests in girls' education integral aspects of education sector. The research also ensures that programming for girls' education is informed by specific realities in the education system. Interventions in this area of concern include documenting trends in Girls' education across all education sub-sectors, capturing emerging issues in girls' education, utilization of sex and gender disaggregation data to inform programming for Girls' education and documenting success stories/ lessons learnt.

4.5 Capacity Utilization and Enhancement

Utilization and strengthening of capacities for all stakeholders in girls' education is central in upping stakeholders' knowledge, attitudes and skills to appreciate the underlying causes of barriers to girls' education. Intervention in this area of focus include awareness rising on the need for girls' education, clarity on roles of different stakeholders, (Teachers, education managers, senior women, school counselors, etc), tapping into key spaces of societal conscience such as cultural and political leaders as well as specific focus on male involvement in supporting girls' education.

5.0 Framework for the Implementation of NSGE

5.1 Institutional Framework Matrix

The matrix below outlines the institutional framework in the implementation of NSGE by different education actors within given timelines.

STRATEGIC INTERVENTION	TIMELINE	Actions	ACTORS
		STRATEGIC OBJECTIVE 1: EFFECTIVE POLICY IMPLEMENTATION FRAMEWORK FOR GIRLS' EDUCATION	
Wide dissemination of the Strategy	2015	• 'NSGE made easy' in poster & leaflet form • National /regional meetings • Radio/TV shows with emphasis on local /community radios • School essay/drama competitions • Print Media • Internet/social media • Institute an Annual Award event to recognize people who have played a key role in GE • Training for media persons	MoES (Go), Dev't Partners, CSOs, Cultural leaders, national guidance
Upgrading Gender unit to a central coordinating Unit for gender mainstreaming and M&E of NSGE	2015 -2016	• Structural audit of Gender unit in relation to NSGE and general gender mainstreaming in MOES • Definition and placement of relevant staff	MoES
Articulate Integration of girls' education concerns in all sector units, at all levels (ECD, Pre-Primary and	2015	• Sub-Sector specific Girls' Education plans • Specify actions to be part of routine sub-sector work and those to require special	MoES Departments, MoES semi-autonomous bodies, MoES Gender Unit

		focus • Develop a concrete implementation guide	
Primary education, secondary education, Higher education and BTVET, FAL, Non formal education).			
Mandatory regular reporting (Quarterly Reporting)	2015 – 2019	• Develop benchmarks for each sub-sector, each financial year • Develop reporting template • Disseminate outcomes of reporting to all education stakeholders	MoES Departments MoES (GU) All Education stakeholders MoGLSD
Upgrading of school social infrastructure for GE	2015-2019	• Formalize and reward the roles of Senior women teachers and school counselors • Establish a National Association for Senior Women Teachers	MOES, schools
STRATEGIC OBJECTIVE 2[2]: HARMONIZE ACTIONS ON GIRLS' EDUCATION			
Entry/Access to Education	2015	Sub-sector plans	MoES (GU), all schools, Local governments
Quality, Participation and Retention	2015	Subsector plans	MoES, NCDC, all schools, cultural institutions
Education Outcomes		Subsector plans	MoES, all teacher training institutions
STRATEGIC OBJECTIVE 3: ADEQUATE REQUISITE RESOURCES			
Activity-Based Planning	2015 – 2019	• Outline key achievable activities for each sector , each financial year • Develop actor performance appraisal guidelines and accountability channels	MoES, MGLSD, JLOS, MOH, development Partners. GU
Gender Budgeting	2015 – 2019	• Align human and financial resources to NSGE	MoES GU Development partners, Private

[2] The Operationalisation of the strategic objective on the need to harmonize education sector programmes is detailed in the Interventions Matrix below.

		• Mobilise resources for major investments identified in sector GE plans	sector
STRATEGIC OBJECTIVE 4: INSTITUTIONALIZED/ROUTINE RESEARCH IN THE AREA OF GIRLS' EDUCATION			
Document trends in Girls' education across all education sub-sectors	2015 – 2016	• Conduct baseline on key issues • Expand indicators for Education statistics to capture trends around key issues • Regular publications & dissemination	MoES Departments, EMIS
Capture Emerging issues in girls' education	2016 – 2018	• Conduct survey on emerging issues • Partner with academic institutions for student projects • Disseminate findings widely	MoES (Gender Unit), School of Women and Gender Studies (MAK) and other academic institutions, private sector, development partners
Document success stories/ lessons learnt.	2018 – 2019	• Synthesize education information to bring out success stories/lessons learnt	MoES (Gender Unit), CSOs, School of Women & Gender Studies, MAK
STRATEGIC OBJECTIVE 5: CAPACITY UTILIZATION & ENHANCEMENT FOR KEY ACTORS IN GIRLS' EDUCATION			
Gender awareness training at all levels	2015	• Integration of GE concerns in teacher training • Gender training workshops	MoES, Gender Unit , Development partners, CSOs
Community Sensitization on the value of girls' education	2015 – 2019	• National Campaigns • Regional dialogues • Community drama • School essay and drama competitions • Reward system for schools with	MoES Local Gov't, cultural institutions, CSOs, Development Partners

		outstanding gender responsiveness	
Male involvement in supporting Girls' education.	2015 – 2019	• Organise male role models at community level • Organise "Father protect daughter" campaign • include boys in gender responsive activities at school level	MoGLSD, MoES (Gender Unit) CSOs
Continuous focus on buttressing girls' self-esteem and empowerment	2015-2019	• mentorship programmes • Role model programmes at school, district and national levels • School essay competitions • Campaigns on" it is not difficult to say NO"	MoES, CSOs Development partners, Cultural institutions
Targeted utilization of key spaces of societal conscience	2015-2019	• Develop programmes to work directly with cultural leaders especially queen mothers and princesses • Paint a picture of constituency for MPs and develop "this is how we would like you to play a part: MP guides • Develop materials for religious leaders to play a part	MOES, MGLSD, cultural leaders, religious leaders, MPs, Local Councilors Development partners CSOs

5.2 Interventions Matrix

Education sub sector	Area of focus	Key Issue	Proposed Actions
Pre-primary and Primary Education	Entry level	• Family practices on value attached to girls education and domestic chores • SGBV	• Bye-laws against child abuse e.g. Child labor, sexual abuse and other forms of rights violations against girls • Proper referral route for defilement cases
		• Low value attached to GE	Sensitization of communities on the value of girls' Education Involve men through sensitization on the underlying causes of barriers to girls in education
		• Invisibility of the Early Learning Situation	Embed tracking of girls' enrolment in ECD centers and Primary school statistics
	Quality, Participation & Retention	• Early Sex • SGBV • Teenage Pregnancy • Low performance • High dropout rates	Develop regulations on teenage pregnancy in schools, and provide mechanisms for retention Target prevention and providing mechanisms for retention of pregnant girls.

		• SGBV in schools	Develop mechanisms to systematically deal with GBV in schools e.g. Defilement, rape and sexual harassment
		• Un institutionalized role of Senior Woman Teacher • Inadequate capacities of Senior Women teachers • Unclear roles for Senior women teachers and school Counselors	Training of Senior women teachers on how to identify and respond to specific needs and interests of girls in schools e.g. on sexual maturation and how to cope with it Develop guidelines on the roles of senior woman teacher and the school counselor in promoting girls' education

		• Menstrual management	Develop menstrual management programmes that involve girls and boys as change agents e.g. making of sanitary pads during handcraft lessons, talking compound
	Educational Outcomes	• Gender biased curriculum and learning materials	Engender the School curriculum and learning materials for ECD centers and primary schools
		• Low girls self esteem	Involve girls in life skills training activities to enable them develop their self-esteem, and skills of leadership, relating with each other and living with others.
		• Inadequate gender capacities among teachers	Gender awareness creation among teachers to deconstruct gender stereotypes surrounding girls in school

		• Low Girls's value of themselves and inadequate life skills	Develop a mentoring programme for girls to guide them on making appropriate and purposeful decisions in their lives.
		• Inadequate gender capacities for teachers	Introduce gender training as an integral part of teacher training and performance review
Secondary Education	Entry Level	• Inadequate gender capacities for teachers • Gender gap in Science	Scale up the gender training for teachers as these are the critical gender formative years for girls and boys Institute a Science campaign and scale up gender training for science teachers
		• No/ Inadequate boarding facilities, especially in hard to reach areas	Construct boarding facilities for girls in seed secondary schools, hard to reach areas, e.g. Karamoja, Kalangala and sub counties with 5-10 Km walking distance.
		• Inadequate gender capacities for teachers	Introduce gender training as a comprehensive and an integral part of teacher training curricular and performance review
		• Low value attached to GE	Sensitization of communities on the value of girls' Education
		• SGBV and the normalization of	Bye-laws against abuse of girls e.g. sexual abuse and other forms of

		vices such as defilement, rape and sexual harassment	rights violations against girls
	Quality, Participation & Retention	• Scarcity of female teachers as role models • Inadequate gender capacities among female teachers who would otherwise be prime movers in mentoring girls	Mentor female science teachers as models/champions to encourage girls to take on science courses.
		• Teenage pregnancy as the leading cause of girls school drop out • Lack of clear guidelines on pregnancy in schools • Lack of official clarity on retention of child mothers	Develop regulations on pregnancies in schools, targeting prevention and providing mechanisms for retention of pregnant girls.
		• Inexcusable SGBV in schools	Develop mechanisms to systematically deal with Gender Based Violence (GBV) in schools e.g. Defilement, rape and sexual abuse

		• The challenge of menstrual management for girls	Develop menstrual management programmes that involve girls and boys as change agents e.g. making of sanitary pads during handcraft lessons, talking compound
	Educational Outcomes	• Inadequate gender capacities for Senior Women Teachers	Training of Senior women teachers on how to identify and respond to specific needs and interests of girls in schools e.g. on sexual maturation and how to cope with it
		• Paucity of female teachers especially in rural areas/hard to reach areas	Develop a systematic strategy to deploy female teachers in hard-to-reach areas.
BTVET	Entry level	• Inadequate facilities in BTVET institutions • Limited choice configuration for girls in BTVET	Construct dormitories and facilities in BTVET institutions that have minimal or less facilities for girls Develop strategies to encourage more girls to take on technical courses
	Quality, Participation	• Gender biased BTVET curriculum	Engender the curriculum and include girls\female friendly courses and, employable skills for the youth.

	& Retention		
	Educational Outcomes		Promote BTVET as a career option for girls Mentorship programme for girls
Higher Education	Entry level	• Affirmative action tending towards reward privilege e.g. urban, middle class	Review the affirmative Action policy to advise on its continuity as a strategy to promote girls access to higher education Examine the Affirmative Action policy (1.5 points) in the Urban/rural contexts
	Quality, Participation & Retention	• Low female participation in science education	Develop a tailor-made programme to promote female participation in science education
		• Truncated organizational culture in HE that misdirects girls to traditional notions of womanhood	Develop a mentorship programme for girls in institutions of higher learning.

	Educational Outcomes	• Gender mainstreaming beyond Makerere University	Initiate and support a process of replicating the MAK instutionalisation of gender mainstreaming in all public and private universities.

6.0 MONITORING AND EVALUATION

Promoting girls' education is a responsibility of all development sectors and levels. Therefore assessment of progress, outcomes and impact of interventions to address barriers to girls' education is a shared responsibility of all development actors and agents. However, MoES shall be responsible for coordinating M&E of the NSGE within the overall government monitoring systems and frameworks. The ministry will act as a catalyst to other sectors on girls' education monitoring and evaluation. Process and output indicators shall be periodically designed and reviewed within this strategy.

6.1 Overall Evaluation Indicators

The following overall indicators, among others, will be used to assess the extent to which the purpose of the strategy is achieved as well as evaluate impact of the strategy gender equity and equality in the education sector.

a. Proportion of girls enrolling in education institutions at different levels.
b. Proportion of girls completing schooling by level.
c. Proportion of girls completing formal education by level.
d. Proportion of girls participating in science education
e. Incidences of gender based violence against school girls by region
f. Percentage of SGBV cases properly disposed of
g. Proportion of resources committed to implementing programmes on girls' education
h. Proportion of interventions in place to promote girls' education by region, education sub-sectors.
i. Incidences of gender considerations in formal and informal curriculum (differential learning styles, intra-class teacher/learner relations, educational materials, etc)

6.2 Time Frame for the NSGE

The time frame for the NSGE shall be **5 years (2015 – 2019).** A mid-term evaluation of the strategy will be carried out within the third year of implementation.